



Association of Bay Area Governments
Bay Area Air Quality Management District
Bay Conservation and Development Commission
Metropolitan Transportation Commission

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JOINT POLICY COMMITTEE

Friday, February 15, 2008
10:00 a.m. to 12:00 Noon

McAteer Petris Conference Room
Bay Conservation and Development Commission
50 California Street, 26th Floor
San Francisco

AGENDA

1. Call to Order
2. Approval of Joint Policy Committee Meeting Minutes of January 18, 2008 Action
3. Transportation 2035—Proposed Vision Policy Strategies Discussion
MTC is seeking JPC review of draft strategies before anticipated approval by the MTC Planning Committee at its March 14th meeting.
4. San Leandro Downtown Transit-Oriented Development Strategy Discussion
In the second of our series of PDA presentations, San Leandro will describe its plan to maximize the benefits of BART and BRT.
5. Performance Criteria for Priority Development Areas Action
Staff is seeking JPC approval of a general concept to discuss with local governments.
6. Priority Conservation Area Nomination Process Information
A memo from Ken Kirkey is attached for the Committee's information. JPC action is anticipated at a future date.
7. Public Comment
8. Adjournment

NEXT SCHEDULED MEETING:
10:00 a.m. to Noon
Friday, March 21, 2008
MetroCenter Auditorium
101 Eighth Street, Oakland

The JPC may take action on any item listed in the agenda.

This meeting is scheduled to end promptly at 12:00 Noon. Agenda items not considered by that time may be deferred.

The public is encouraged to comment on agenda items by completing a request-to-speak card and giving it to JPC staff or the chairperson.

Although a quorum of the Metropolitan Transportation Commission may be in attendance at this meeting, the Joint Policy Committee may take action only on those matters delegated to it. The Joint Policy Committee may not take any action as the Metropolitan Transportation Commission unless this meeting has been previously noticed as a Metropolitan Transportation Commission meeting.



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JOINT POLICY COMMITTEE

Minutes of the Meeting of January 18, 2008
Held at 10:00 AM in the MetroCenter Auditorium, Oakland

Attendance:

<u>ABAG</u>	<u>BAAQMD</u>	<u>BCDC*</u>	<u>MTC</u>
Jane Brunner	Chris Daly	Jim Bourgart	Tom Bates
Dave Cortese	John Gioia	Charles McGlashen	Bill Dodd
Mark Green	Jerry Hill	Sean Randolph	Steve Kinsey
Scott Haggerty	Yoriko Kishimoto		Sue Lempert
Rose Jacobs Gibson, Chair	Mark Ross	*non-voting	Jon Rubin
Sam Liccardo	Pamela Torliatt		Jim Spering
Gwen Regalia	Gayle B. Uilkema		Ken Yeager

1. Call to Order

Chair Jacobs Gibson called the meeting to order.

2. Approval of the Joint Policy Committee Meeting Minutes of November 16, 2007

The Minutes of the previous meeting were approved.

3. Projections 2009

Paul Fassinger and Christy Riviere made a PowerPoint presentation summarizing the staff memo on this subject. They argued that grounding the policy-based Projections on explicit performance targets would increase transparency for both the regional agencies and local governments. Targets would make the regional purpose clearer and facilitate a common understanding of the challenges ahead. With interests clarified and presented in a consistently tangible manner, there was greater opportunity for meaningful and productive discussions between the region and local governments, commonalities and differences would be in stark relief, and areas requiring negotiation in order to achieve consensus would be highlighted.

Discussion generally favored this approach, with the following provisos:

- Consultation with local elected officials—particularly with those who are not regularly involved in regional issues—needs to occur early and in a big, visible way. Broad understanding and buy-in, both to the process and to the results, is essential.

- Achieving realistic consensus is critical. In the opinion of at least one committee member, both local and regional employment projections have been highly unrealistic.
- The targets will require considerable thought. Some will be easier to formulate and achieve than others. The equity target, for example, will be very difficult; but we cannot subordinate important targets to other easier or more attractive targets just because they are hard.
- If we are to establish aggressive targets and expect local governments to participate in their achievement through land-use decisions, then we will need to back up those targets with resources. Many significant land-use changes cannot happen without public investments, and local governments are too frequently bereft of the resources required to make those investments.
- Regional interests need to be tempered with a consideration of local impacts: particularly on traffic, schools, parks and open space. The public will need to be provided with good illustrative information so that it can begin to intelligently understand and make the tradeoffs between regional and global concerns (e.g., greenhouse gases) and local issues (e.g., traffic). It needs to become clear that we cannot have it both ways; that some reasonable compromises among objectives are required.
- Congestion management agencies need to be involved early in the process, as do business and development interests. All will be instrumental in making the projections real.

There was general consensus among all present that assertive outreach was central to making the new approach work, that both elected regional leaders (like those represented around the table) and regional staff would have to engage in this outreach, and that coordination with the outreach occurring as part of the FOCUS program was desirable to reduce confusion and duplicative effort.

It was moved and seconded and was the decision of the Committee to endorse the following draft recommendations to the ABAG Executive Board (underlining denotes amendment):

1. ABAG should evaluate the Projections forecast against performance targets aligned to those adopted by MTC for the Regional Transportation Plan.
2. ABAG should develop a series of land-use assumptions, such as percentage of future housing and job development that will occur near transit, intended to help the region meet the performance targets.

3. ABAG should work with MTC to develop additional assumptions, such as transportation pricing, to help the region in meeting performance targets.
4. ABAG's Projections forecast should reflect the adopted Priority Development and Conservation Areas.
5. In pursuing this program, ABAG should reach out early to all the elected officials in each county.

4. FOCUS Priority Development Areas (PDAs) in the Real World

This was the first in series of presentations on Priority Development Area plans. Lisa Kranz from the City of Santa Rosa presented the recently completed plan for the area around the SMART rail station, encompassing most of downtown Santa Rosa. This area has been designated a PDA.

The plan, funded in part by a station-area planning grant from MTC, was completed over a relatively short period (eighteen months) but is remarkably comprehensive. Among its chief features are:

- A relatively high level of residential change: It accommodates over 3000 new housing units at densities approaching 60 units per acre or heights up to ten stories. Previous densities had not exceeded 30 units to the acre.
- A high level of attention to creating a complete and livable community: The plan includes new and parks and open spaces, walkable streets and pedestrian links, needed and desired commercial amenities (e.g., a grocery store), and retention of historical structures and character. Streetscapes have been planned to facilitate interest, diversity, and pedestrian activity.
- An inclusive planning process: The plan was prepared with extensive community involvement and includes features desired by the existing residents. It enjoys wide community support.

The plan is now entering its implementation stage, and considerable work needs to be done and challenges need to be overcome, including the preparation of zoning code amendments and design guidelines, securing a catalyst development, managing the retention of some industrial uses and the conversion of others, the assembly of small sites into developable parcels, the resolution of jurisdictional issues between the City and County, and securing of funds for required public investments.

The Chair thanked Ms. Kranz for her presentation.

5. Regional Transportation Plan—Financial Incentives for PDAs

Therese McMillan, MTC Deputy Director, led off the discussion of this item. She opened by noting that traditional transportation infrastructure investments (with only a few exceptions) were remarkably ineffective relative to the provisional targets identified for the 2035 Regional Transportation Plan (RTP), and that land use (along with transport pricing) would have to play an increasing role. Past RTPs had assisted supportive land-use with the TLC and HIP programs and most recently with the Resolution 3434 TOD policy. It was now appropriate to consider additional funding from regional discretionary sources in order to assist Priority Development Areas, which are central to the region's focused growth initiative.

Ms. McMillan noted that most of the expenditures in the RTP were committed by past agreements and by dedicated funding sources and that discretionary funds were limited to a maximum of about 20% of the \$200 billion (escalated dollars) plan and more practically to about 10%. She sought the Committee's feedback on four general options for directing discretionary funding to PDAs: (1) creation of a new special PDA program for the existing pool of funds; (2) carving out PDA sub-programs within existing programs (e.g., TLC, Local Streets and Roads, and Bike/PED); (3) giving non-exclusive priority to PDAs within existing programs via weighting criteria; and (4) only funding PDAs from new funds, not affecting existing programs and allocations.

The Committee was not of a single mind on the options, and additional perspectives were contributed through public comment. Some favored prioritization of PDAs within at least a few of the existing discretionary programs, most particularly TLC and perhaps the safe-routes-to-transit effort within the regional bike/ped program. Others feared the diminution and dilution of already small programs by further slicing the pie: small slices would be reduced to slivers. The redirection or reprioritization of regional money for local streets and roads was particularly anathematic to some members.

Some argued for delegating PDA discretionary funding to CMAs. Others contended that the regional purposes would not be served by anything other than a regional program, directed by the region.

Regardless of their attitude to the use of existing funds, most speakers agreed that PDAs deserved regional support and that the pool of discretionary funds needed to be expanded to accommodate this and other needs. In particular, our aggressive climate-change targets will require an astounding scale of effort and a fundamental departure from business as usual, with the PDAs playing a big role. There was a call for a systematic and comprehensive consideration of new revenue sources to fund new and critical priorities. Revisiting committed projects, which may no longer be relevant to the changing circumstances of this century, was also suggested. The funds freed up by abandoning anachronistic projects could be redirected to PDA or could accelerate transit projects serving those PDAs. However, as many big-ticket projects have been

committed through specific tax measures and other statutes, the law would not be on the side of radical change.

There was also general consensus that PDA funding ought to come with clear performance expectations: that areas should clearly deliver more housing, for example, in return for achieving PDA funds. A requirement for local matching money was also suggested, as was the need for further information delivered at the local level to ensure that regional objectives were understood and respected. Targeting regional funds to specific region-serving purposes within PDAs was advocated. At minimum we should set clear expenditure criteria. There was recognition that one size does not fit all, but that there should be some basic regional standards for quality of fit and finish, regardless of size.

6. Air District Climate Protection Grants

Mr. Broadbent's memo on the Air District's climate protection grant program was received for information.

7. Public Comment

Public comment received in response to specific agenda items is included in the summary of the discussion of those items.

In addition, Linda Craig, on behalf of the League of Woman Voters, informed the Committee of the League's upcoming meeting on *Transportation Solutions to Climate Change*. The meeting will occur on Friday, February 22nd from 9 AM to 2:30 PM in Nile Hall, Preservation Park, Oakland. The public is welcome.

8. Adjournment

The meeting adjourned at 12:20 PM.



METROPOLITAN
TRANSPORTATION
COMMISSION

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Memorandum

TO: Planning Committee

DATE: February 1, 2008

FR: Deputy Executive Director, Policy

W. I.

RE: Transportation 2035: Proposed Vision Policy Strategies

Background

MTC launched the Transportation 2035 planning effort in early 2007, focusing on defining our vision first, and then, in broad strokes, identifying those policies and investment strategies to carry out that vision. To date, this Committee has taken action on two core elements of the vision: **(1)** based on the three E principles of economy, environment, equity, gave provisional approval of eight plan goals of safety and maintenance, reliability, security, freight, clean air, climate protection, access, livable communities; and **(2)** gave provisional approval of a set of performance objectives that serve as: **a)** quantifiable policy measures against which future progress toward meeting objectives will be evaluated in subsequent RTPs and annual State of the System reports; and **b)** the basis for developing performance measures that will be used to inform Transportation 2035 investment decisions.

The Vision Policy Strategies, which are the subject of this memo, are the third and final core element that will define the plan's vision. Staff will present them for initial discussion by this Committee on February 8, and following review by our partner agencies, advisory committees, stakeholders and the public, we will seek your approval of the vision policy strategies at your March 2008 meeting.

Vision Policy Strategies

From the scenario analysis that was presented at the October 26 Bay Area on the Move Summit, we learned that:

1. Infrastructure projects alone do not achieve our performance objectives.
2. Pricing has a much bigger effect in the shorter term.
3. Focused growth helps make progress in the longer term.
4. Technology advances further closes the gaps.
5. Travel behavior changes are essential to achieving better system performance.

Staff has identified five policy areas that were drawn from these lessons learned. We view the five policy areas identified below as the key components of the Transportation 2035 vision; however, we note that there are likely other important policy areas that are not captured here that will round out the vision (such as affordability, goods movement, etc.); staff will seek partner and stakeholder help to identify these policy areas.

1. Investments
2. Pricing
3. Focused Growth
4. Technology
5. Individual Actions

The attached package of Vision Policy Strategies includes **(1)** a statement articulating the vision for the Transportation 2035 Plan, and **(2)** briefs for each of the five policy areas. Each policy brief explains where we are today, describes the challenges to overcome, and identifies policy strategies that will take us on a *shared journey* to get to where we want be. For illustrative purposes, we sketch out what this “journey” might look like; we show a continuum of efforts and innovations that will help us move from today towards attainment of our vision in 2035. The continuum categorizes short, medium and long-term improvement strategies based available resources, the state of various technologies and/or the time needed to realize the full impact of improvements (mainly in the land use arena). **Attachment A** describes the vision policies.

Process

The Vision Policy Strategies serve to inform the RTP project evaluation process, influence the ensuing investment trade-off discussions, and help with benchmarking achievement of performance objectives over time. Staff sees this process unfolding through the following key steps:

1. Identify the most cost-effective projects/programs with respect to the performance objectives (i.e., quantitative project evaluation approach – see agenda item #2b);
2. Consider the extent to how projects/programs advance the Commission’s vision policy strategies as outlined in Attachment A (i.e., qualitative policy review by Commission);
3. Debate the trade-offs among various investment strategies that consider both performance objectives and vision policy strategies as part of the deliberations;
4. Determine which projects/programs we can afford within the revenues projected to be reasonably available to the region over the next 25 years (i.e., dollars and cents approach); and
5. Develop an investment plan of projects/programs for the financially constrained plan.

Ultimately, the Commission will deliberate and make informed decisions on the set of transportation investments for the financially constrained Transportation 2035 Plan, taking into account the Three Es, goals and performance objectives set for the plan; the project performance evaluation results; vision policy strategies; financial constraints; and input received from partners, stakeholders and the public.

Schedule

The vision policy strategies outlined in the policy briefs are intended to initiate a robust discussion amongst partner agencies, stakeholders, the public and Commission. Staff expects to refine these vision policy strategies based on input received. The key milestones for review and input on the draft vision policy strategies, investment trade-off discussions, Commission review and action on the draft investment plan, and approval of the T-2035 Plan are as follows:

February 8	Planning Committee reviews <u>Draft</u> Vision Policy Strategies
February 15	Joint Policy Committee reviews Draft Vision Policy Strategies
February/March	Partnership Board reviews Draft Vision Policy Strategies
March 5	RTP project submittals due from CMAs/partner agencies
March 14	Planning Committee approves <u>Proposed Final</u> Vision Policy Strategies
Mid April	MTC staff releases project performance evaluation results

May - June	Investment trade-off discussions occur amongst partner agencies, stakeholders, public and Commission
June 13	Planning Committee reviews Draft RTP Investment Plan
July 11	Planning Committee approves Final Draft RTP Investment Plan
July 23	Commission approves Final Draft RTP Investment Plan
December 12	Planning Committee releases Draft RTP for public review
February '09	Commission approves Final RTP

Therese W. Mc Millan

SH: AN

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Attachment A

TRANSPORTATION 2035: VISION POLICY STRATEGIES

Change in Motion

Transportation 2035 *is* change in motion — guided by the Three Es of economy, environment, and equity, along with a set of ambitious goals and performance objectives, that will transform not only the way we invest in our transportation but the very way the Bay Area travels. The plan sets forth a bold vision and takes us on a journey to:

Where mobility and accessibility is ensured for all Bay Area residents, regardless of age, income or disability; and

Where our highways, local streets and roads, public transit systems, and bicycle and pedestrian facilities are all safe and well-maintained and take us when and where we need to go; and

Where an integrated market-based pricing system for the region's carpool lanes, bridges, and roadways helps us not only to manage the demand on our mature transportation system but also to pay for its improvements; and

Where our lively and diverse metropolitan region is transformed by a growth pattern that creates complete communities with ready and close access to jobs, shopping, and services and where transit is in place and readily available for both our short and long trips; and

Where technology advances move out of the lab and onto the street, including clean fuels and vehicles, sophisticated traffic operations systems to manage traffic flow on our roadways, advanced traveler information that allows us to make informed travel choices, and transit operational strategies that synchronize fare structures, schedules, and routes to speed travel to our destinations; and

Where we have a viable choice to leave our autos at home and take advantage of a seamless network of accessible pedestrian and bicycle paths that connect to nearby bus, rail and ferry services that can carry us to work, school, shopping, services, or recreation; and

Where we lead and mobilize a partnership of regional and local agencies, businesses, and stakeholders to take effective action to protect our climate and serve as a model for national and international action; and

Where our transportation investments and travel behaviors are driven by the need to reduce our impact on the earth's natural habitats; and

Where all Bay Area residents enjoy a higher quality of life.

POLICY BRIEF #1: TRANSPORTATION INVESTMENTS

Where We Are Today

- Our regional transportation system is an intricate and mature network of highways, local roadways, transit systems, and bicycle and pedestrian facilities.
- As our transportation system ages, the maintenance needs continue to outpace funding available, leading to higher deferred maintenance costs and substantial backlogs.
- Safety remains a critical concern. Over the past nine years, the region has averaged 440 fatal collisions and 37,000 injury collisions per year.
- Our private railroad systems are nearing or at capacity. The competition for scarce capacity between freight and passenger rail services continues to grow, with limited new rights-of-way available.
- Two of the three international airports will reach runway capacity between 2015 and 2020 – congested local freeways constrain airport and seaport landside access.

Challenges to Overcome

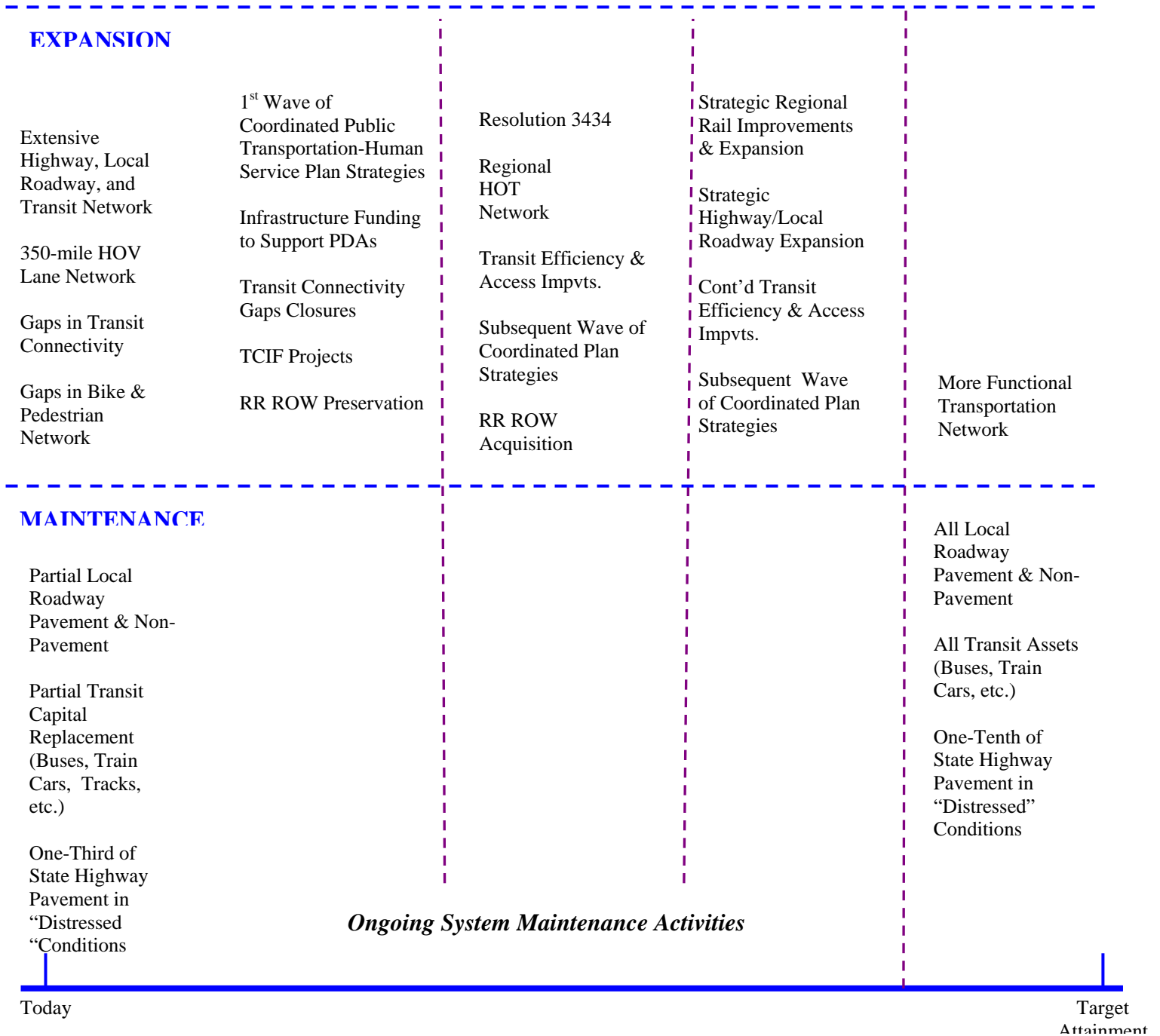
- Adequate funding to keep the regional system in a good state of repair and to minimize backlogs has been difficult due to lack of existing and new revenue sources.
- Bicyclists and pedestrians are disproportionately represented in all traffic collision deaths accounting for about 28 percent of total fatalities, while only a small percentage of all trips.
- Funding for transit services is severely limited; this situation will worsen as new transit expansion projects come online vying over fixed and segregated pots of operating and capital funds.
- By 2035, close to 25 percent of the region's residents will be 65 years or older. Paratransit services may become oversubscribed; but local transit services may not be able to absorb demand due to limited operating and capital resources. Accessible taxis may provide relief, but there are insufficient supplies to meet demand.
- Better institutional and functional coordination of the region's transit operators is needed to gain more efficiency and productivity from the existing system, reduce administrative redundancy and duplicative expenses.

Where Do We Want to Be?

- *Keep the Foundation Strong* - Establish cost-effective maintenance standards, and secure adequate funding for road and transit maintenance to minimize costs and backlogs
- *Maximize System Performance* - Maximize system performance with full deployment of system management strategies and institutional cooperation in the delivery of system services
- *Make Transportation Accessible* - Provide reasonable and affordable transportation alternatives to the automobile and effectively balance mainstream transit services, customized paratransit and human services transportation to meet the needs of low-income, elderly and disabled persons
- *Support System Strategic Expansion* - Fully close gaps in the regional carpool lane network; reduce truck delay in key freight corridors, and convert more truck trips to rail and barge; improve the speed and on-time reliability of bus transit through use of transit-priority measures; close gaps in the regional bicycle network.
- *Promote More Public/Private Partnerships* - Leverage private sector with public sector investments in the freight network to maximize dual benefits to each, and ensure those investments are coordinated with other public investments in the same corridor.

The Journey – A Continuum of Efforts & Innovations

SYSTEM MANAGEMENT – See TECHNOLOGY



POLICY BRIEF #2: PRICING

Where We Are Today

- Though common in many other industries (e.g., airlines, utilities), using price to avoid peak period overload is the exception in regional and state transportation; Europe and other US cities demonstrate that road pricing can reduce congestion and emissions.
- Some work is underway: Alameda and Santa Clara counties are developing HOT lane demonstration corridors (on I-680, I-580, US 101 and SR 85); San Francisco is instituting a congestion-based charge on Doyle Drive and studying the feasibility of a citywide congestion pricing program; MTC has been studying the feasibility of a regional HOT Network
- Working families in the Bay Area spend 10 percent more of their income on transportation and housing combined than families in other major metropolitan areas; this is largely due to high housing costs in our region.
- The region lacks a framework for coordinating transit fares; operators offer discounted fares for youth, elderly and disabled passengers but do not consider income level.
- While parking pricing policies can significantly affect transportation travel behavior and overall parking demand at employment and commercial areas, very few communities take the opportunity to effectively price parking.

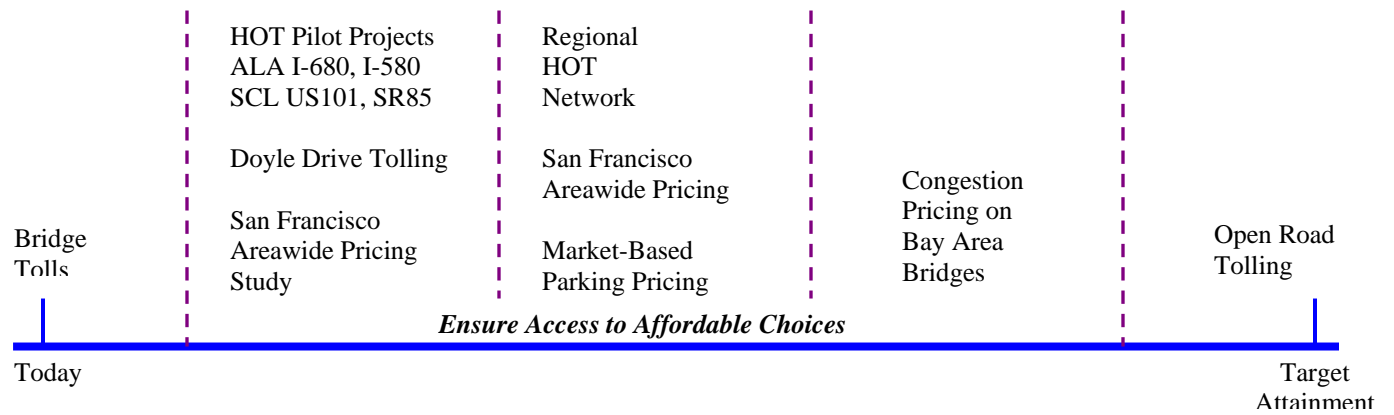
Challenges to Overcome

- In the absence of hands-on experience, the public and many elected officials are skeptical that pricing can succeed technically and politically.
- Congestion pricing programs can be and must be designed so that basic mobility is affordable for low-income households.
- The region lacks a framework for coordinating parking pricing policies; local jurisdictions and businesses are concerned that new or higher parking fees may put them at a competitive disadvantage
- HOT lane design principles and project delivery approaches need to be developed in conjunction with Caltrans, which has not yet established standards for HOT lanes; enforcement strategies will need to be developed in conjunction with CHP
- MTC would need legislative authority to develop and administer a regional HOT network; further, regional stakeholders must develop agreements on revenue allocation that support development of a regional system

Where Do We Want to Be?

- *Implement Full Road Pricing* - Advance congestion pricing as a congestion management tool, starting with HOT Lanes and moving eventually toward full road pricing along with area-wide pricing
- *Promote Area Pricing* - Implement a congestion toll on Doyle Drive by 2009 and follow a natural progression over time to European-style cordon or area-pricing of San Francisco
- *Support Local Parking Policies* - Advance parking policies at the local level that provide market-based pricing signals to users reflecting both direct and indirect costs of parking and support TOD
- *Provide affordable choices* - Give full consideration to providing access for persons of all income levels to the benefits associated with pricing programs. Seek to provide affordable choices, including high quality transit, in advance of implementing congestion pricing programs.

The Journey – A Continuum of Efforts & Innovations



POLICY BRIEF #3: FOCUSED GROWTH

Where We Are Today

- The regional housing market has not kept up with demand resulting in the Bay Area having the highest median housing costs in the nation.
- The region's fastest growing areas are in the outer ring – in-commuting from outside the region has and will likely continue to increase – and the “drive till you qualify” phenomenon will likely continue unless more housing choices are provided in the urban core and near key transit stations and corridors.
- High-growth areas in the outer ring are putting pressure on transportation facilities that were not originally designed to carry current or future traffic volumes and facilitate long-distance driving; vehicle miles traveled and carbon emissions are increasing as a result.
- The region has undertaken several initiatives (TLC/HIP, TOD Policy, T-PLUS) over the past several years to work with local agencies to invest in more focused growth, particularly near existing transit nodes and corridors
- Priority Development Areas (PDAs) have been nominated by local jurisdictions as part of the FOCUS effort. Together they could accommodate as much as 56 percent of the Bay Area's growth by 2035. MTC has committed nearly \$20 million to support planning efforts in PDAs.

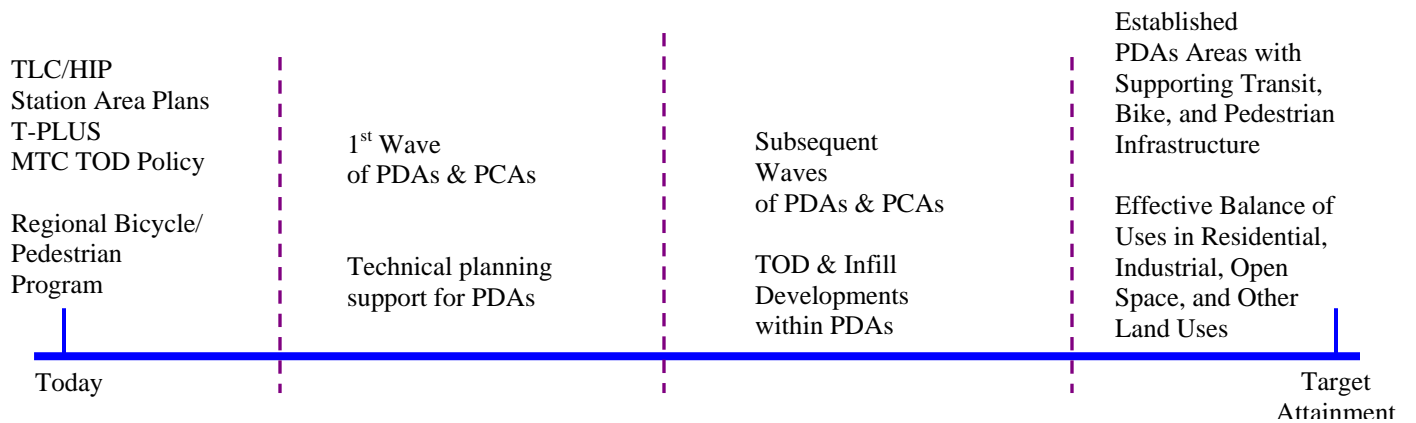
Challenges to Overcome

- PDAs require substantial investments for their host local governments; capital budgets submitted with the first round of PDA applications total tens of billions of dollars so cities and counties will require direct financial assistance to make focused growth real
- The redistribution of growth is a long-term solution to the region's transportation and climate issues; unless we coalesce local and regional priorities now, interest will wane and growth will find its own path of least resistance
- Increased new housing supply can reduce prices but can also gentrify neighborhoods.
- Some industrial land uses are disappearing due to local pressures to convert to higher value land uses.
- Many PDAs overlap with critical goods movement corridors in the region, and finding a balance between competing uses in the urban core is critical to ensuring a diverse job base and efficient goods movement system.

Where Do We Want to Be?

- *Focus Future Growth* - Recognize that PDAs encompass potential areas for focusing growth around transit hubs and transit arterial corridors and they serve as opportunity areas for targeted regional investments
- *Adequate Funding to Make Focused Growth Work* - Provide adequate infrastructure funding for PDAs and give them consideration in the allocation of all new increments of existing unconditional funding and in the use of new revenue sources
- *Consider Freight Needs* - Support industrial land-use preservation where needed and support local jurisdictions in finding ways for goods movement activities, housing and commercial areas to co-exist as good neighbors

The Journey – A Continuum of Efforts & Innovations



POLICY BRIEF #4: TECHNOLOGY

Where We Are Today

System Management

- Traffic congestion caused by incidents is a major problem. The amount of delay experienced by motorists due to non-recurrent congestion is equal in magnitude to the delay experienced due to recurrent day-to-day bottlenecks.
- Although some technology is already in place to address non-recurrent congestion, less than one-third of the freeway system is currently equipped with the needed system management equipment.
- Integration of the freeway system, local arterials, and the transit network is limited. Each system largely operates independently of the other, providing little opportunity to manage the overall system in a coordinated manner.
- Although ramp metering is a proven strategy to reduce freeway traffic congestion, it has been implemented on only 25% of the Bay Area freeway system. Because of this, the ability to maintain optimal performance in response to growing traffic demands is severely limited.
- Communications between transportation providers is primitive. The ongoing Center-to-Center effort to exchange data between several traffic management centers is the first step in improving this situation. Interoperability and communications between Transit agencies is also in its infancy. TransLink[®] is the region's most significant investment for interoperability (fare payment.)

Air Quality/Greenhouse Gas Emissions

- Nearly half of the greenhouse gas emissions (GHG) emissions in the Bay Area come from the transportation sector.
- AB 32 (2006 California Global Warming Solutions Act) requires CARB to develop regulations and market mechanisms that will ultimately reduce California's GHG emissions to 1990 levels by 2020 (a 25 percent decrease), and to 80 percent below 1990 levels by 2050.
- Federal CAFE standard just recently approved to increase fleetwide average of light duty vehicles sold in 2020 and beyond to 35 miles per gallon (mpg); US EPA will require heavy duty trucks to reduce particulate matter (PM) emissions by 85 percent by 2020
- State legislation (Pavley) requires all light duty vehicles sold in California to reduce GHG emissions by 30 percent by 2016; by 2020 California is committed to implement more stringent GHG emission standards (Pavley Phase 2 rules) that will further double GHG emissions and will likely yield better California fleet fuel efficiency to an estimated 44 mpg.
- California Air Resources Board (CARB) will implement air quality regulations for goods movement, including trucks, shore power, railroads, and ships.

Challenges to Overcome

- California must convince the federal appeals court to allow AB 32 implementation.
- Adequate funding is needed to further develop emerging technologies such as VII.
- Implementation of initial Integrated Corridor Mobility projects on I-880 and I-80 in Alameda/Contra Costa counties will require substantial negotiation between Caltrans, affected counties and cities, and transit agencies to develop operational agreements.
- Sustaining the performance benefits of a system management program requires a dependable operations and maintenance budget. Otherwise, any investments in new infrastructure will inevitably be wasted.
- TransLink[®] program needs to complete installation on all operators and achieve a steady state operations.

Where Do We Want to Be?

Deploy System Management Strategies

- Communication infrastructure sufficient to take advantage of in-vehicle technologies as they are developed by the private sector
- Fully instrumented freeway system in which operation can be accurately monitored and managed and from which traveler information can be generated on a real-time basis
- Ramp metering through the entire Bay Area freeway system, with integrated operation of arterials
- Operate TransLink® on all transit agencies
- Deploy transit priority measures and real-time arrival information

Reduce Emissions

- Fully implement AB 32 (Phases 1 and 2)
- Accelerate plug-in hybrid development
- Improve electric vehicle/hydrogen cell technology
- Ultimately increase fuel efficiency to 54 mpg and increase share of zero-emission vehicles to 55 percent of statewide fleet in order to help achieve state GHG and PM emission goals.

The Journey – A Continuum of Efforts & Innovations

SYSTEM MANAGEMENT

16% of Freeway System has ramp metering				Fully Managed and Controlled System, with Integrated Operation between the Freeway, Arterials, and Transit
23% of freeway has necessary TOS equipment to manage non-recurrent congestion		Reduction of Impact of Non-Recurrent Congestion. Improved Incident Clearance Times.		Sustainable O&M Budget for Technology
Traveler Information through the 511 and Use of Freeway CMSs	Educational Workshops on Ramp Metering	County and Public Support for Ramp Metering; Deploy in Remaining Major Freeway Corridors		Efficient and Safe System Through Automated VII Technologies
Vehicle Infrastructure Integration Testbed Under Development	Increase in Fleet of VII-Equipped Vehicles	Increase in Dynamic Mode Shifts in Response to Real-Time Situation	Negotiations with Caltrans and Other Operators on Joint Operating and Management Policies	Ability to Leverage New & Emerging Technology
10% of Transit System includes TransLink® in Full Operations	40% of Transit System includes TransLink® in Full Operations	70% of Transit System includes TransLink® in Full Operations	100% of Transit System includes TransLink® in Full Operations	Mature System Interoperable between Parking & Fastrak

AIR QUALITY/GHG EMISSIONS

Current CAFÉ Standards		More Stringent CAFÉ Standards	Cleaner Fuels & Improved Vehicle Technology	
Global Warming Solutions Act		Phase 2 Pavley Rules (fleetwide average of 44 mpg)	Increase in Hybrid Auto Ownership	Fleetwide Average of 54 mpg
Hybrid, alternative fuel vehicles	Implement Global Warming Solutions Act	Technological Changes that Change Business Practices & Related Home-to-Work Travel	Another Wave of Hybrid-Type Vehicle Technology	55% Zero-Emission Vehicles Fleet
Today				Target Attainment

POLICY BRIEF #5: INDIVIDUAL ACTIONS

Where We Are Today

- The automobile is still the primary transportation mode, wherein currently 84 percent of trips are by auto, 10 percent are by biking/walking, and 6 percent by transit.
- While simply driving less is likely to have the biggest impact relative to the Transportation 2035 Plan's performance objectives.
- Over 90 percent of traffic collisions are attributable to a human factors rather than infrastructure issues and could be addressed through education and enforcement. Pedestrian safety, aggressive driving, motorcyclist safety and driving decisions about rights of way and turning are bigger problems in the Bay Area than they are statewide.
- Substantial transit infrastructure investments have had little impact on mode split over time.
- Transit is a popular option in some Bay Area corridors where it is time and cost competitive (no toll plazas, avoidance of high San Francisco parking charges).

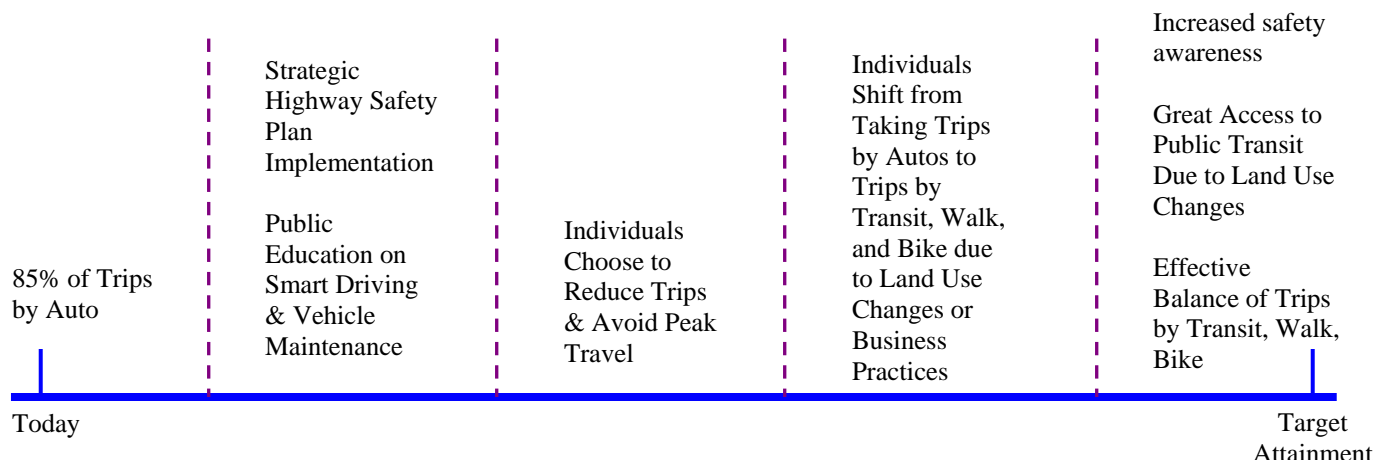
Challenges to Overcome

- Large mode shifts in the nearer term are not likely; our surveys have indicated that most people who drive do so because they believe it is not convenient or practical to use other modes.
- Attitude and preference change will only work if people have an environment in which they can effectuate their new attitudes and choices through new behaviors (e.g. waste-recycling, climate change awareness).
- While more compact land use can lead to less driving overall, such impacts would be considered to be more long-term.
- Many disparate activities are underway at the local level. A coordinated approach is needed among regional agencies to support robust public awareness programs.
- Education and enforcement activities are not generally eligible for the traditional funding sources with which MTC works. A comprehensive approach to regional safety will require partnerships with health departments and law enforcement.

Where Do We Want to Be?

- *Increase Public Education* - Encourage changes in attitude and behavior through a concerted public education program linking desired environmental, transportation, and safety outcomes with personal behavioral choices.
- *Pursue Enhanced Enforcement to Improve Safety* - Commit to a legislative advocacy platform that secures additional funding and commitment to target known problems like speeding, drunk driving and encroachment on pedestrian rights of way.
- *Build Incentive/Pricing Programs* - Provide a combination of various incentive programs (e.g. vehicle buy-back or "feebates" for high MPG vehicles, expanded bicycle and pedestrian facilities) and pricing strategies (e.g. parking pricing, variable tolls, carbon taxes) to encourage voluntary or induced attitudes and behaviors.
- *Enable Land Use Changes* - Provide incentives for planned communities (priority development areas) that allow non-driving access and travel through appropriate densities, use mixes and place designs.

The Journey – A Continuum of Efforts & Innovations



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Association of Bay Area Governments
Bay Area Air Quality Management District
Bay Conservation and Development Commission
Metropolitan Transportation Commission

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JOINT POLICY COMMITTEE — REGIONAL PLANNING PROGRAM

Date: February 1, 2008
To: Joint Policy Committee
From: Regional Planning Program Director
Subject: Performance Criteria for Priority Development Areas

At its meeting on January 18th, the JPC discussed various funding options for supporting FOCUS and the development of Priority Development Areas (PDAs). One conclusion of that discussion was that, regardless of source, any regional transportation funding going to PDAs should be accompanied by clear performance expectations relative to regional objectives. This memo is intended to lay out the basic content and structure of those expectations for the JPC's consideration.

Regional expectations for PDAs have to be sensitive to context. The Bay Area is composed of a variety of communities with different physical conditions and different community values. One size will definitely not fit all, and PDAs cannot be held to a single uniform performance target. However, it is possible to establish general metrics for assessing PDA performance and, within those criterion measures, to establish context-specific standards against which to judge individual PDAs. This memo identifies relevant general measures and potential sources for specific standards, but stops short of setting an array of individual performance targets at this time. Those individualized standards should be the subject of interest-based discussion and negotiation with our local-government PDA partners.

Key Criterion Measure: Vehicle Miles Traveled (VMT)

Focused (née smart) growth and the FOCUS program have a panoply of complementary objectives, from conserving land resources to revitalizing existing communities. However, we have considered supporting focused growth and its principal Bay Area manifestation, Priority Development Areas, using mostly transportation funds. Therefore, our prime measures of performance should be related to transportation impact. As transportation is also by far the largest generator of greenhouse gases in the Bay Area, concentrating on transportation measures directly supports what most consider to be our highest environmental imperative: climate protection.

The best summary measure of transportation impact is vehicle miles traveled (VMT). VMT captures at least three transportation objectives of focused growth: (1) reducing auto trip frequency, (2) reducing auto trip length, and (3) decreasing single-occupancy-vehicle (SOV) mode split (i.e., increasing the proportion of trips made through walking, biking, transit and car-

pooling). There is a body of empirical research which suggests that the kind of compact development we are encouraging for PDAs can have a significant effect on VMT. The consensus of a variety of studies¹, supported by MTC's own TOD research, is that PDA-like communities will produce per capita VMT that is 20 to 40 percent less than that from typical suburban low-density, single-use residential subdivisions. Over time, that can exert considerable influence on growth in the region's transportation system needs and on greenhouse-gas emissions.

We are fortunate that there is emerging research and technology which can help us forecast VMT for various community development forms and understand how particular PDA plans will perform against this key criterion. The San Joaquin Valley's Air Pollution Control District is currently estimating community development VMT and associated air pollution impacts to help it implement its indirect source rule.² Measuring actual VMT to help us track progress and to calibrate our models is more problematic, but relatively straight-forward solutions could be available as this becomes a priority.

Supporting Criteria

Minimizing VMT will generally require that PDAs measure well against a number of other more proximate criteria or likely preconditions for VMT reduction. It will be helpful for all concerned to assess PDAs against these supporting criteria as well. Some of the supporting criteria can be measured quantitatively; others will require a more qualitative and subjective assessment but are nonetheless important. Early in the process, these criteria are best expressed as questions to be asked of each PDA.

1. Community Improvement

How was the plan for the PDA developed with community members to build upon existing assets, redress existing needs, and improve the area for both present and future residents?

A plan which enjoys the support of existing residents and which is perceived as an improvement will have long-term legs. Inclusive, neighborhood-level planning will reduce the imposition of singular projects which are opposed by current community members and which poison the receptivity to continuing development and change. Public infrastructure budgets and their justification will provide important information on how communities have planned positively for change.

2. Housing Choice

How does the plan for the PDA help expand the overall quantity of housing, increasing tenure, affordability, form and density choices for the area and for the region?

¹ Summarized in R. Ewing, K. Bartholomew, S. Winkelman, J. Walters and D. Chen; *Growing Cooler: The Evidence on Urban Development and Climate Change*; Urban Land Institute, October 2007.

² See Nelson\Nygaard Consulting Associates, *Crediting Low-Traffic Development: Adjusting Site-Level Vehicle Trip Generation Using URBEMIS*, August 2005, and www.valleyair.org.

Community diversity can help reduce travel. Those who are employed in the area and serve its residents should have affordable housing opportunities so that they can live near where they work. The number of housing units by type and affordability class will be an important quantitative measure of PDA performance, as will jobs/housing balance by occupational type.

3. Transportation Choice

How does the plan for the PDA, through the provision of infrastructure and through the location, mixture and intensity of land uses, facilitate walking, bicycling and transit alternatives to single-occupant automobile travel?

Community design and use mix will need to be assessed qualitatively relative to the general objective of building complete communities near quality transit. National research provides us with a comparative and quantitative basis through which to assess density and other measures of land-use intensity relative to the optimum use of the transit infrastructure serving the area.³ Unit density is a critical quantitative indicator of performance.

4. Land-use compatibility

How does the PDA plan address adjacency issues and respect potentially conflicting but essential land-use and circulation functions?

In addition to reducing VMT, PDAs should recognize other regional objectives including those related to economic diversity and resiliency, goods distribution, and localized air pollution.

5. Sustainability

How does the PDA plan address and balance each of the three e's—economy, equity, and environment—to ensure net positive benefits for each?

While we cannot expect any local plan to solve all the region's problems, we should be able to clearly see that it was not developed narrowly using a head-in-the-sand paradigm. In sum, the plan should respond in a demonstrable manner to the pressing challenges of the Bay Area in the twenty-first century. It should contribute to the continuation of a strong economy, help increase access to economic benefits for all segments of Bay Area society, and facilitate a reduction in our environmental footprint.

Use of Performance Criteria

The criteria identified in this memo, and other similar criteria if appropriate, will have three principal uses as the FOCUS program moves forward:

1. Provide a comparative basis for assessing PDAs in the competition for limited regional funds (Those PDAs that score well against other roughly comparable PDAs on the

³ See Metropolitan Transportation Commission, *Station Area Planning Manual*, October 18, 2007

quantitative metrics and which provide compelling answers to the qualitative questions should be most competitive for and deserving of regional support.);

2. Help direct regional funds to those expenditure categories and specific projects within PDAs that contribute most to regional objectives (e.g., pedestrian connections, not food and wine centers);
3. Provide a basis by which to tangibly measure and evaluate progress and against which to chart and navigate program improvements as FOCUS moves forward.

Next Steps and Recommendation

FOCUS is not just another top-down funding program, but is intended to be a partnership among the regional agencies and local governments. Therefore, it is appropriate to consult with our local partners on the general nature and structure of criteria before proceeding further. This consultation should proceed through a variety of forums, including the multi-jurisdiction working group currently advising the FOCUS program and county-level meetings of officials representing PDA jurisdictions.

It is also appropriate to have discussions with local elected officials from throughout the region, whether they represent PDAs or not. As funds are allocated to PDAs, it is important for everyone to understand the purposes and expectations attached to these funds.

At the JPC's suggestion, we are currently organizing county meetings of elected officials to talk about performance targets for ABAG's *Projections 2009*. The performance criteria for PDAs are complementary to the regional performance targets, and it makes sense to talk about both at the same meetings. As the PDA criteria may directly influence the award of funds to local areas, the elected-official discussion at the county level is likely to be more real and grounded than a discussion directed solely at the more abstract performance targets for *Projections*. The potential for money will also likely attract many more to attend.

Accordingly, I RECOMMEND:

THAT the JPC endorse the general content and structure of PDA performance criteria, as outlined in this memo, for discussion with local elected and appointed officials in association with the discussion on performance targets for *Projections 2009*.

MEMO

To: ABAG Regional Planning Committee
From: Kenneth Kirkey, Planning Director
Date: February 6, 2008
Subject: FOCUS Update – Priority Conservation Area - Nomination Process

Priority Conservation Area Nomination Process

Background

Priority Conservation Areas (PCAs) play an important role in the implementation of regional planning goals under the FOCUS Program. PCAs are areas that provide opportunities for land conservation in the near-term through purchase or easement. Identification of these areas will help direct financial resources and help leverage new partnerships and opportunities in the next 1-5 years for permanent protection of regionally significant places where a sense of urgency and consensus in support of protection exists.

PCA Nominations- 1st Call

The nominations received during the first call for nominations represent an array of conservation values ranging from agriculture to habitat and recreation. Staff has reviewed the nominations and sought the input of all jurisdictions where nominations are being proposed. Staff has also received input from a review panel comprised of land conservation experts from across the region as well as stakeholder representatives from economic development, affordable housing, and urban land development entities.

To date, the nomination process has been highly successful in that 100+ nominations have been submitted from across the Bay Area. Most jurisdictions have been supportive of the nominations submitted within their respective boundaries. However, based upon feedback received, particularly from the Regional Planning Committee, staff is proposing that local jurisdictions have an additional opportunity to offer feedback on the nominations.. Postponing regional adoption of Priority Conservation Areas by the Executive Board to July, 2008 will provide opportunities for more local government input, better coordination among parallel planning efforts, and development of an approach to urban parks in the Priority Development Areas.

Parallel Planning Efforts

Upland Habitat Goals Project

The Upland Habitat Goals Project is an effort lead by the Bay Area Open Space Council that will describe the types, amounts and distribution of upland habitats, linkages, compatible uses and the ecological processes needed to sustain diverse and healthy communities of plant, fish and wildlife resources. Staff is not proposing that the Upland Habitat Goals project be utilized as additional criteria in the PCA nomination process. However, Upland Habitat Goals will provide information regarding important habitat values among the Priority Conservation Areas. This information will be particularly useful to land conservation funding entities. Information pertaining to the Upland Habitat Goals Project is slated to be released in June, 2008.

Green Vision 2025

Green Vision 2025 is a land conservation effort led by the Bay Area Open Space Council and Greenbelt Alliance with a goal of creating a long-term vision for land conservation protection for the Bay Area. This process shares a similar goal to the FOCUS Priority Conservation Areas of resource protection, and is both complementary to and in other respects distinct from the PCA effort.

PCAs will highlight opportunity areas in the near-term for permanent protection through purchase or easement. PCAs are not a zoning or general plan classification and do not directly impact land use policy at the local level. Green Vision will advocate for and serve as a vision the long-term policy and land protection needs of this region. The FOCUS PCAs, the Green Vision effort, and the Upland Habitat Goals project provide a basis for better coordination in the Bay Area relative to the protection of important resource areas. Going forward, FOCUS staff will coordinate with the Upland Habitat Goals Project and the Green Vision effort to analyze the habitat values in PCAs and how near-term conservation opportunities relate to longer-term needs.

Priority Development Areas - Urban Parks

The Priority Conservation Areas generally represent large-scale landscapes related to agriculture, natural or scenic resources and recreational areas. The majority of the nominated areas are in unincorporated rural areas. Over 100 Priority Development Areas in 50 of the region's jurisdictions were adopted by the ABAG Executive Board in November, 2007. Many of the PDA jurisdictions have identified urban parks and greenspaces as a critical component of developing livable and sustainable neighborhoods near transit. Adoption of the Priority Conservation Areas in July, 2008 provides an opportunity to support and develop a strategy for supporting urban parks within Priority Development Areas. Propositions 1C and 84 passed by voters in November 2006 still have funds available for urban parks but require legislative action to be appropriated. ABAG is working with our partner FOCUS agencies and the State Coastal Conservancy to secure funding for urban parks within the Priority Development Areas.

PCA Nomination Process – Proposed Updated Timeline

As outlined in the timetable below, staff is proposing that subsequent to updating the Joint Policy Committee (JPC) in February, staff will send letters to local jurisdictions both elected officials and senior staff regarding staff's recommendations on the PCA nominations received. This will provide additional time for local government officials to inquire further about the nominated areas and provide further feedback prior to providing ABAG's Executive Board with recommendations for adoption of the Priority Conservation Areas. Staff will simultaneously provide the non-jurisdictional PCA nominating entities with information on the revised process timeline. Upon receipt of any additional feedback on the nominations from the jurisdictions staff will incorporate the input from local jurisdictions and present recommendations to the JPC in May, 2008 and the RPC in June, 2008 prior to consideration by the ABAG Executive Board in July, 2008.

In conclusion, a later adoption of Priority Conservation Areas will provide new opportunities for local government input, coordination with parallel conservation planning efforts, and development of an urban parks strategy for the Priority Development Areas.

The revised timeline is as follows:

2008	MAJOR ACTIVITIES
Jan to April	Update regional policy bodies on the Priority Conservation Area (PCA) process; Follow-up with applicants and local jurisdictions
May to June	Coordinate PCAs with Green Vision and Upland Habitat Goals and Priority Development Areas with Urban Parks; Present recommendations to JPC and RPC for endorsement; Develop PCA descriptions
July to September	Present recommendations to the ABAG Executive Board for regional adoption of PCAs; Finalize PCA products; Revise nomination materials for 2nd round of nominations
October to December	Make 2nd call for nominations; Hold PCA workshop for funders and applicants

RPC Feedback

Staff is seeking approval from the RPC regarding the proposed revised timeline for PCA adoption.